TIG BRIEF

SEP - OCT 2003

THE INSPECTOR GENERAL OF THE AIR FORCE

Investigative Officer
Training, managing the IO

Command & Control
Use SPC to improve it

Base Contracts
Building in force protection

Victims & Witnesses
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Eagle Looks
- Critical technology
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Plus
- The 'New Normal'
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THE INSPECTOR GENERAL BRIEF
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IMAGERY

Cover: A-10 inspection, Operation Iraqi Freedom by Senior Airman JoAnn Makinano
2: Chain used aboard C-5 by Senior Airman Bethann Hunt
12: Staff Sgt. Cherie Thurlby
22: Mr. Larry Davenport (Wright Flyer)

Back Cover: *Army,* an Air Force working dog, by Airman 1st Class Isaac Freeman

TIG BRIEF

SEP - OCT 2003

Air Force Inspection Agency returns to the 5-tier system

Over the past year, the Air Force Inspection Agency (AFIA) made important changes to grading health services inspections and compliance inspections for field operating agencies and direct reporting units.

The move from three-tier to five-tier grading is designed to provide a more accurate picture of a unit's performance. It provides recognition for a job well done and stronger incentives to exceed minimum standards.

A five-tier scale also gives a unit a broader scale to demonstrate improved performance since the previous inspection.

CIs

(Compliance Inspections)

In June 2002, AFIA began conducting CIs for field operating agencies (FOAs) and direct reporting units (DRUs) that do not have major command IG oversight.

AFIA's inspectors field tested their three-tier scale ("Complies," "Complies with Comments" or "Does Not Comply") on five FOAs in 2002. These units did not receive a final grade for this inspection, but all agreed they would prefer an overall grade on a five-tier scale.

With the approval of Gen. John Jumper, Air Force Chief of Staff, AFIA implemented the five-tier rating scale in 2003. Though it is still early, units inspected thus far were pleased, possibly because all of us have been conditioned to a five-tier system in which you really get a strong sense of accomplishment with a high rating—and a true feeling that you're being challenged when the rating's not so high.

The proof in the five-tier pudding will come in two years when we revisit these units and find out 1) if they fixed the previously identified problems and 2) whether they show improvement from their previous CI.

HSIs

(Health Services Inspections)

Under the old system in the HSI arena, medical facilities received a numerical grade that translated to "Mission Ready," "Mission Ready with Exception" or "Not Mission Ready" as the overall score.

After reviewing the numerical grades for all active-duty and Air Reserve Component medical facilities for 2000 to 2002, we discovered that 78 percent of active-duty units and 70 percent of reserve component units would have scored "Outstanding" or "Excellent" had the five-tier scale been in place.

In the IG arena, we're always looking to create win/win situations. "Mission Ready" does not carry the same positive meaning that "Excellent" and "Outstanding" do, nor does "Mission Ready" necessarily inspire pride in the hard work observed by inspectors from AFIA's Medical Operations Directorate.

Therefore, General Jumper approved the HSI transition to a five-tier system. That's the "win" for medical units in the field who give it 110 percent to achieve what formerly was the "Mission Ready" rating.

The "win" for the Air Force is that we now have a structure that more accurately represents units that excel in critical programs.

RAYMOND P. HUOT
Lieutenant General, USAF
The Inspector General

Signature Article

Uncertainty, Inspection an

Brig. Gen. Curtis M. Bedke

Editor's Note: General Bedke was Inspector General, Air Combat Command, at the time he authored this guest commentary. He has since been reassigned as deputy chief, Central Security Service, Fort Meade, Md.

Well, gang, our neat, orderly, linear world has gone bye-bye. It's time to stop waiting for things to return to normal—the "new normal" is already here.

We can expect the optempo and perstempo to remain high, with plenty of unit deployments and ECS taskings all the time; if you think you'll be able to "get back to that normal inspection schedule any month now," you need to splash some cold water on your face! Not only will we continue to have units "on tap" for their AEF periods; they can probably expect to actually deploy.

On top of that, we can expect the turbulence to remain high; if you consider 9/11 and Iraq to be "just anomalies," then dream on—but your dreams better assume "more anomalies" are ahead.

Even without 9/11, the world is rapidly changing … network-centric warfare is starting to happen, and network-centric thinking is already here. Our sharp airmen, raised on computers and the Internet, don't even see things in linear progression; rather, everything and everybody and every idea are connected in a spider web of information. It means a change in one place will have some effect on every other.

That's good and bad. Terrorists have learned that one small act can ripple across a wide area. On the other hand, it also means there's a natural damping effect; shocks can be absorbed and repaired more quickly. In the end, the important point is not whether the new world is better or worse—it's that it's here to stay!

For those of us with complex, full inspection schedules that have been slipping to the right since 9/11, this isn't particularly easy news to accept. Some units say they're too busy to have inspections; their deployment projections appear to bear them out; and many of them will assert that they should be given "full credit" for their ORI requirements based on their real-world operational taskings. Yet the list of units who've been inspected within the last 5 years is shrinking each month. What's the right answer?

I'm reminded of what quantum physics says about the inspection process. In 1927, Werner Heisenberg was trying to learn about the properties of subatomic particles. He wanted to measure their position and momentum. What he found was startling and revolutionary:

THE HEISENBERG UNCERTAINTY PRINCIPLE:

"The more precisely the position is determined, the less precisely the momentum is known in this instant, and vice versa."

In very simple terms, what this meant was this: "You can never *exactly* measure something, because the act of measuring it changes it."

This works in the IG business, too—but in a very good way. I call it…

THE IG INSPECTION CERTAINTY PRINCIPLE:

"If you measure something, you are *guaranteed* to change it. In readiness and compliance inspections, this is a positive outcome!"

The mission of the IG, of course, is not "to inspect units." The real reason we exist

...d the 'New Normal'

is to improve the command's combat capability—and we do that not only by inspecting, but also by motivating and educating. And we do it one airman, one shop, one unit at a time.

When I was describing this to a senior general officer recently, he asked (somewhat tongue-in-cheek), "How do you guys motivate anyone?!" The answer, of course, is that as soon as a unit shows up on the inspection schedule, they get motivated to start preparing for it! Then, once we arrive, we remember that it's as important to give praise for the 95-plus percent we see that's really impressive as it is to point out the areas that need improvement.

And, of course, we don't just tell them what's broke; we explain the standards, suggest ways to improve and even guide them toward other units that provide positive examples of how to do it right. That education is why the unit is better when we leave than when we arrived!

There are a few corollaries to this principle:

Corollary 1: If you don't measure it, it won't get changed positively.

Because we take that extra step of educating the units, we leave the unit knowing we've made it better able to perform its mission.

Corollary 2: If you don't measure it, it won't be taught or trained.

One of the most valuable statements I've heard as an IG was from a wing commander, who said, "Look, we're really busy. Let me be brutally honest: your folks haven't given us a Phase 2 ORI in 7 years—and we haven't exercised Phase 2 since the last ORI."

Corollary 3: If you pretend to inspect it, they will pretend to teach and train it.

We need to resist the temptation to simulate unless absolutely necessary; it's bad training, it confuses both the unit and the inspectors, and it disrupts continuity—especially in a scenario-based evaluation.

———————

Sometimes the Uncertainty Principle can be a real problem. We try to reach the ideal: to inspect every part of every shop in the unit, to achieve 100 percent effectiveness. We want to send everyone on the team because more inspectors give a more accurate picture. In this new, high-tempo, high-turbulence world, we even get tempted to delay an inspection because parts of the unit are deployed.

But the new reality is that in the future, there will almost always be parts of the unit deployed (or preparing to deploy or just returned from deployment). We need to remember that it's far better to hit 75 percent of the unit with 75 percent of the resources—at a reasonable inspection interval—than to shoot for hitting 100 percent of the unit with 100 percent of the resources—and constantly kicking the inspection down the road in a naive desire to hit "the perfect opportunity" that never comes.

Put another way ... it's better to get an indicator of the unit's reasonably accurate position and momentum than it is to futilely shoot for an exact measurement. "Ain't never gonna happen!" Your very presence on the base will accomplish 90 percent of the good you're trying to achieve for the unit and the command; that is, making that unit better occurs largely when they know you're coming and put forth the effort to get ready for you. Delay is sometimes a necessary evil—but you should make sure it is necessary!

In Air Combat Command, we've modified the way we conduct inspections.

First, we would rather stay on schedule and see "most" of a unit than to delay the inspection waiting to see "almost all" of the unit. Second, we accept the fact that once in a while, it will indeed make sense to slip an inspection. And third, we've designed our inspection cycle to allow for the flexibility necessary when that happens. If our most robust inspection—the Combined ORI—has to slip, we can split it into two smaller inspections. If needed, we can slip one or both of those inspections to the following AEF cycle. And fourth, we can deploy smaller inspection teams—but more of them—and use well-trained augmentees, to ensure we don't overtask our people.

By its nature, the inspection business is both a science and an art. It is seldom exact, but it can fairly accurately portray a unit's position and momentum. In doing so, the IG will alter that unit's position and momentum.

That's what makes the inspection business so valuable. But it only works if you actually hold the inspection—you can be certain of that! ✪

EAGLE LOOKS

Summaries of Air Force Inspection Agency management reviews

Critical Technology and Information Protection (CTIP)

The team assessed …

… the execution of plans and processes to protect critical technology and information in acquisition programs to determine the current health of Air Force program protection. The team gathered data through research, plan review and evaluation, and face-to-face interviews with weapon system program managers and their staffs at 38 system program offices (SPOs). These programs covered all three acquisition categories and all four enterprise areas (aeronautical, air armaments, space & missile, and command and control) at every product center and air logistics center (ALC). In addition, interviews were conducted with other product center and ALC support offices, Air Force program executive officers and designated acquisition commanders, major command staffs, a test center, the AF Office of Special Investigations, and contractors supporting six of the SPOs. A total of 401 people were included in 106 interviews.

The team found …

… the Air Force failed to adequately organize, train and equip its work force to properly implement program protection, increasing the risk of compromise of critical program technology, information or systems. To achieve acceptable protection of critical technology and information, senior leaders must establish a well-defined approach founded in sound policies and processes.

Look forward to …

… clarification of Air Force roles and responsibilities for program protection.

… increased leadership emphasis and oversight on protecting critical technology and information, including incorporation of DoD inspection guidelines relative to program protection into MAJCOM IG checklists.

… policy and guidance changes to reduce inconsistencies and confusion, including publication of Air Force Instruction 63-1710 to implement Air Force Policy Directive 63-17.

… training opportunities for program protection specialists (in acquisition fundamentals and program protection).

… reassessment of personnel allocation and manpower levels required to adequately perform program protection duties.

… a new master development plan for program protection specialists to provide career guidance.

Want to know more? Contact the team chief, Lt. Col. Timothy Childress, DSN 246-1993, timothy.childress@kirtland.af.mil.

Environmental Restoration Program (ERP)

The team assessed …

… the effectiveness of the Air Force's Environmental Restoration Program (ERP) Record of Decision (ROD) Process, focusing on the investigative phase. The ERP provides for cleanup of Air Force installations from past activities that contaminated soil, groundwater and surface water. The ROD is a milestone which road-maps the design and construction of the remedial action to follow. The assessment involved analyzing management information system (MIS) data from over 2,000 sites and responses to e-mail questionnaires from restoration program managers (RPMs) representing 33 installations, plus 30 federal and state regulators representing 14 states and seven of the 10 Environmental Protection Agency (EPA) regions; and conducting interviews with nine major commands, the Air Force Center for Environmental Excellence (AFCEE), and the Air Force Institute for Environment, Safety and Occupational Health Risk Analysis (AFIERA), as well as senior wing leaders, judge advocates (JAs), restoration program staff and regulators. This Eagle Look was done at the request of the Deputy Assistant Secretary of the Air Force for Environment, Safety and Occupational Health (SAF/IEE).

The team found …

… the Air Force ERP ROD process was not fully effective. Air Force program data show that average time to ROD increased from 3.8 years in 1996 to 6.9 years in 2001. Other data show that investigative phase funding for active installations has increased since 1996. In addition, insufficient site cost data precludes specific determination of cost trends and efficiencies.

Look forward to …

… performance measures to assess the cost effectiveness of the ROD process.

… publication of clear, concise policy and guidance on defense and state memorandums of agreement (DSMOA).

… Air Force-wide cross-feed mechanisms.

… an Air Force strategy to identify and resolve issues early in the process such as establishing formal senior-level partnering.

… measures to compensate for lack of continuity among project team members.

… incentives for civilian employees to reduce turnover of project team members.

… clear policy concerning levels of ROD signature authority.

Want to know more? Contact the review director, Col. Rod Reay, DSN 246-1891, roderick.reay@kirtland.af.mil.

Recent AUDITS

Managing Power Tool Repairs

Maintenance personnel at an Air Force installation did not recognize opportunities to reduce the cost of power tool repair.

A review identified two significant issue areas adversely impacting program economy and results. First, tool crib personnel had not established a process to evaluate power tool repair versus replacement cost prior to repair. Secondly, operating personnel did not track power tool repair history and identify items experiencing multiple repairs within a relatively short period of time.

As a result, management was not able to identify items for replacement rather than repair nor identify repair quality problems requiring follow-up action.

During the audit, base officials awarded a power tool repair contract requiring the contractor to return items uneconomical to repair and developed an automated process to track power tool repair history.

Report of Audit
F2003-0013-FCT000

Secure Phones and Related Equipment

Although unit equipment custodians properly secured the telephones and unit communications security personnel were appointed and trained, wing personnel on an Air Force installation did not effectively account for secure telephones or crypto-ignition keys (CIKs).

An audit identified 108 assets on-hand but not recorded in accounting records, 21 assets authorized that were not needed, 16 unserviceable assets not turned in for repair or distribution, and five missing assets.

Additionally, the review disclosed that 19 CIKs could not be physically located, 19 CIKs were on hand but not recorded in the database, and serial numbers for 11 CIKs were inaccurate.

Furthermore, management did not have any documents showing who had signed for and was responsible for the CIKs.

ROA F2003-0023-FBN000

GSA Administrative Fees

Management personnel at a major command headquarters effectively managed military interdepartmental purchase requests in one of two areas reviewed.

Specifically, 75 open military interdepartmental purchase requests valued at over $222 million were valid.

However, command purchasers paid excess administrative fees by contracting directly with the General Services Administration. GSA fees usually range between 2 and 5 percent of the contracted amount.

Based on Audit Agency analysis, the government could receive a potential monetary benefit of $5.5 million over the six-year defense plan by using command contracting services which had prenegotiated administrative fees of 1 percent.

ROA F2003-0047-FDM000

The Air Force Audit Agency (AFAA) provides professional and independent internal audit service to all levels of Air Force management. The reports summarized here discuss ways to improve the economy, effectiveness and efficiency of installation-level operations and, therefore, may be useful to you. Air Force officials may request copies of these reports or a listing of recently published reports by contacting Mr. Robert Shelby at DSN 426-8013; e-mailing requests to reports@pentagon.af.mil; writing HQ AFAA/DOO, 1125 Air Force Pentagon, Washington, D.C. 20330-1125; or accessing the AFAA home page at:

http://www.afaa.hq.af.mil

MISSION Brief

Air Force Civil Engineer Support Agency

The Air Force Civil Engineer Support Agency supports base-level civil engineer units and major commands worldwide.

The agency offers functional expertise for almost every facet of Air Force civil engineering, from contingency and technical support to the challenges of daily operations. AFCESA also helps provide base civil engineers with the right equipment and concepts to accomplish the mission, which includes maintaining flightlines for the world's most respected air and space force; maintaining housing and dormitories for our Air Force members and families; and meeting the full spectrum of infrastructure needs on Air Force bases.

AFCESA serves element leaders, flight chiefs, base civil engineers, major command civil engineers, and civilian colleagues doing civil engineering business with the Air Force. Via phone or Web site, AFCESA finds answers to customers' questions and gives sound advice on any CE matter.

In addition to meeting day-to-day engineering challenges on Air Force bases, AFCESA maximizes air base readiness by providing professional and technical expertise and providing and fielding technology products to support the base civil engineer in normal day-to-day functions as well as contingency, disaster relief and humanitarian operations.

Headquartered at Tyndall Air Force Base, Fla., AFCESA employs more than 200 military, civilian and contractor personnel. The agency provides products and services in seven major product areas: readiness; training; vehicles and equipment; management practices; automation support; technical support; and research, development and acquisition consultation. Civil engineering leads the Air Force in training largely because of AFCESA's effort to provide training systems that ensure mission capable military and civilian engineers. The agency's vision is to use the latest technologies to provide mission ready training to the CE work force using state-of-the-art technology such as computer-based training and multimedia training systems.

AFCESA helps provide base civil engineers with the best equipment and vehicles at the lowest possible cost. The agency's management analysts provide work-force multipliers and productivity enhancements to help base civil engineers do the job better, faster and cheaper. The contract support team clearly leads the way in enhancing base civil engineers' capabilities through delivery of superior service contract, outsourcing and privatization tools. AFCESA continues to excel in its efforts to bed down the next generation base CE computer automation system to keep civil engineers in the fast lane of the automation superhighway. The agency has managed the installation of local area networks for CE units at Air Force bases worldwide and is actively engaged in developing future generations of CE software.

The agency's unique team of professional engineers and technicians provides highly specialized technical support for a full range of infrastructure systems and programs in support of Air Force initiatives.

AFCESA provides the bridge between major commands and base civil engineers' requirements and product development by serving as the user's technical representative.

The agency also:

- ensures all CE specialists are trained and equipped to deploy anywhere in the world
- coordinates with war planners from the Air Force and other services to ensure engineer forces are accurately reflected in U.S. war plans,
- operates the Civil Engineer Operations Readiness Center, coordinating engineer support activities worldwide,
- provides explosive ordnance disposal support,
- prepares and coordinates civil engineer instructions and technical publications,
- determines manpower, training and equipment requirements,
- oversees distribution of newly developed equipment and EOD specialized systems, and
- assists in research, development and acquisition of new civil engineering technologies.

Fire Protection

The agency provides executive leadership, functional management and technical guidance and assistance for all Air Force fire protection activities, operations and resources; oversight responsibility for fire protection research and development and immediate supervision of the Department of Defense firefighter certification program.

Readiness

AFCESA manages all Air Force-level Prime BEEF and RED HORSE programs; administers of the Air Force Contract Augmentation Program; and plans and executes the biennial combat support contingency skills competition known as Readiness Challenge. ✪

HTTP://WWW.AFCESA.AF.MIL

OSI

Eagle Eyes and its companion reporting vehicle, TALON, have become the most recognized antiterrorism tools in the Department of Defense. TALON stands for Threat and Local Observation Notice.

The program aims to prevent terrorism by encouraging and enabling Air Force members and local citizens to report possible terrorist planning activities they observe. The program also features processes for rapid follow-up investigations and information sharing with other echelons of command and other law enforcement agencies.

TALON has proven so successful that last year Deputy Secretary of Defense Paul Wolfowitz designated it as the DoD standard for reporting suspicious activity. The Department of Homeland Security uses TALON as a template within the emerging Protect America homeland defense information sharing system.

OSI initiated TALON in October 2001 and quickly followed up with Eagle Eyes to reach as many people as possible. Eagle Eyes elicits support not just from blue suiters but the entire community associated with an Air Force installation—civilian workers, family members, contractors, off-base merchants, community organizations and neighborhoods.

Centered on the premise that OSI agents and security forces personnel can't be everywhere, Eagle Eyes enlists the eyes and ears of everyone for terrorism detection.

Designed around seven basic categories, agents educate their target community on how to recognize and report suspicious incidents, which may then be reported in a TALON. As of this writing, nearly 4,400 TALONs have been published.

These suspicious incident categories are designed to cover the primary steps of a terrorist operation, to include surveillance, elicitation, tests of security, acquiring supplies, suspicious persons out of place, dry runs and deployment of assets.

From Eagle Eyes' inception in April 2002, OSI units conducted more than 5,000 briefings for on-base and off-base audiences, placed more than 250 articles in base newspapers, and landed coverage in over 275 civilian news outlets. These promotions and others led to a trove of referrals—more than 1,200.

The program is ongoing and is expected to serve the Air Force well into the future.

Why is your support crucial to DoD force protection efforts?

• Terrorism is often disguised as criminal activity.
• Terrorists are operating in our backyard, as evidenced by publicized arrests in New York and Washington state.
• Al Qa'ida continues to recruit Americans to conduct attacks.
• Al Qa'ida continues to use subversive-type attacks.
• Terrorist attacks develop over time, providing an opportunity to detect and deter.
• U.S. and DoD infrastructure are key targets.

The continued success of Eagle Eyes and the TALON program depends on the combined involvement of community, law enforcement, and DoD people and resources.

It's hard to determine how many terrorist attacks may have been disrupted through Eagle Eyes and TALON, but as of press time, the Air Force had surpassed nearly two years in a heightened threat condition with no significant attack against Air Force people or resources.

Examples of Eagle Eyes success are evident. At a joint news conference March 25, the special agent in charge of the FBI's Baltimore Field Office, along with the Maryland State Police, unveiled the Baltimore Joint Terrorism Task Force's version of Eagle Eyes while crediting OSI.

Additionally, Brig. Gen. Tim White, Secretary of the Air Force, Public Affairs, distributed an e-mail April 1 in which he asked all public offices to make a big difference in abating terrorist threats by working with the local OSI detachment and helping them promote Eagle Eyes' antiterrorism program via civilian news media. To see TALON reports, individuals with SIPRNET access can go to the OSI SIPRNET home page under Eagle Vision.

TIG Brief *thanks Master Sgt. Carolyn "CeCe" Collins of OSI Public Affairs for her contributions to this edition's OSI page.*

The Air Force Office of Special Investigations:

- **Detects and provides early warning of worldwide threats to the Air Force.**
- **Combats threats to information systems and technologies.**
- **Identifies and resolves crime that threatens Air Force readiness or good order and discipline.**
- **Detects and deters fraud in the acquisition of Air Force prioritized weapons systems.**

Victim Witness Assistance Program

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The Air Force implementation of the federal Victim/Witness Assistance Program (VWAP) is governed by *Administration of Military Justice,* Air Force Instruction 51-201, Chapter 7.

The Judge Advocate General of the Air Force (TJAG) is responsible at the Air Force level. Installation commanders are the local responsible officials (LRO).

Typically, the LRO delegates this responsibility to the staff judge advocate, who appoints a victim/witness liaison officer to assist and support victims and witnesses, particularly in cases involving violent offenses.

VWAP stresses a multidisciplinary approach to implementing the program. Each major installation must have a Victim-Witness Council with members including: commanders, first sergeants, judge advocates, security forces, the Air Force Office of Special Investigations, family support centers, chaplains and social actions offices.

The key to a well-run VWAP is to impress upon units, legal staffs, as well as responding and investigating personnel, that victims have the right to be:

- treated with fairness and respect for their dignity and privacy,
- reasonably protected from the accused offender, and
- present at all public court proceedings related to the offense, unless the court determines their testimony would be materially affected if they, as victims, heard other testimony at trial.

Victims also have the right to:

- confer with the prosecutor in the case. Congress intended victims to have a "statutorily designated advisory role in decisions involving prosecutorial discretion, such as the decision to plea-bargain" (Victims Rights and Restitution Act, section 506). Air Force Instruction 51-201, *Administration of Military Justice*, states, "Although the victim's views should be considered, nothing in the VWAP limits the responsibility and authority of officials involved in the military justice process from taking any action deemed necessary in the interest of

'Domestic violence will not be tolerated in the Department of Defense. . . (It) is an offense against the institutional values of the Military Services of the United States of America. Commanders at every level have a duty to take appropriate steps to prevent domestic violence, protect victims and hold those who commit it accountable.'

Paul Wolfowitz
Deputy Secretary of Defense

good order and discipline and of preventing service-discrediting conduct."

- any available restitution (from the accused or state compensation funds; see Article 139, Uniform Code of Military Justice, *Redress of Injuries to Property*).
- be informed about the conviction, sentencing, imprisonment, parole eligibility and release of the offender, and
- assistance in working with employers and creditors relating to hardships resulting from victimization or cooperation in the investigation/prosecution.

General and special courts-martial convening authorities, which are ordinarily numbered air force and wing commanders, respectively, have the final authority to decide whether to prosecute or otherwise dispose of cases. In reaching this conclusion, convening authorities must consider the victims' views in the decision-making process.

The victim's personal property, if used as evidence, must be safeguarded and returned as soon as possible when the court-martial ends. Often photographs of the items may be substituted in the record of trial with the permission of the presiding judge.

A host of specific VWAP responsibilities must be documented on DD Form 2702, *Court-Martial Information for Victims and Witnesses of Crime*. These include:

- providing victims with initial information regarding services available and
- the names and telephone numbers of the investigator, the victim/witness responsible official, a point of contact in the legal office, and state crime victim compensation office (on the DD Form 2701, *Initial Information for Victims and Witnesses for Crime*).

Information and assistance with medical care, counseling services or temporary shelters are especially important in cases alleging sexual or spousal assault or battery.

The victim/witness liaison officer also should:

- provide assistance with child care, lodging and even parking during the trial. Victims' employers may be contacted to help explain their absence from work during trial.
- continue to assist victims with contacts to state or local crime victim compensation offices. Restitution may be available through state or local agencies. In the military, transitional compensation may be available to spouses or dependents who cooperate in the prosecution of offenses under the UCMJ. These services should be coordinated with local civilian agencies, the District Attorney, the U.S. Attorney's Office, hospitals and shelters. This is yet another area that profits from a close working relationship between the wing legal and local prosecutors offices.

After the trial, there remains a continuing requirement to inform victims of the whereabouts of the convict and discuss post-trial procedures with the victims. This is recorded on the *Post-Trial Information For Victims,* DD Form 2703. Victims must be notified of the right to request notification of changes to the convict's confinement status, (see DD Form 2704, *Victim/Witness Certification and Election Concerning Inmate Status*), and specifically, the convict's clemency and parole eligibility, and confinement release date.

Energizing the VWAP program within the community of investigating personnel, first responders, first sergeants and the military justice section will pay dividends as victims are provided the assistance to rebuild and retake control over their lives and futures. ✪

TIG Brief *thanks Col. Craig A. Smith, chief, Military Justice Division, Air Force Legal Services Agency, for his assistance in preparing this article.*

TIG Bits

Best practices from the field

Life support equipment trend analysis at Kadena

A comprehensive quality assurance and trend analysis program enables the Life Support Section, 33rd Rescue Squadron, Kadena AB, Japan, to meticulously maintain flight equipment and accurately reflect the information listed on the QA documentation.

A prescribed amount of flight equipment is subject to QA inspection at the end of each day. These assessments provide immediate feedback to technicians and ensure correction of any discrepancies prior to flight. The QA trends analysis program is user friendly ensuring all inspectors are using the same inspection criteria for all equipment items. In addition to noting discrepancies, the supervisor is able to quickly identify negative trends and determine the root cause. This information is then used by life support supervision to make decisions regarding how to correct problem areas.

The new system improves the accuracy of identifying deficient areas in the training process and provides a clear picture of equipment requiring more detailed inspection.

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Altus' really unreal parachute trainer

A virtual reality parachute harness trainer has been developed by the 97th Operations Support Squadron, Altus AFB, Okla.

The trainer is a state of the art computer program that provides a graphic interface to the aircrew member through a head-mounted device, with visual and auditory input to the user. The crewmember is suspended from a pair of parachute risers and steers the parachute using lanyards. The landing spot is projected in the heads-up display.

Crewmembers are given various parachute malfunctions to correct while trying to reach their target. Four environments can be programmed to allow participants to land in water, desert, forest—even on an aircraft carrier.

The trainer has increased aircrew awareness of various possible parachute-landing situations they might encounter after bailing out of a damaged aircraft. It provides immediate feedback to the student and instructor through a grading and critiquing process.

The program gives trainees a pass/fail grade on their ability to correct malfunctions and steer the parachute, as well as quantitative data on how far they land from their optimum landing site. Visual and audio inputs during descent allow crew members to see and feel what may happen. They also pull the ripcord, arming knob and emergency oxygen cords, enhancing the realism.

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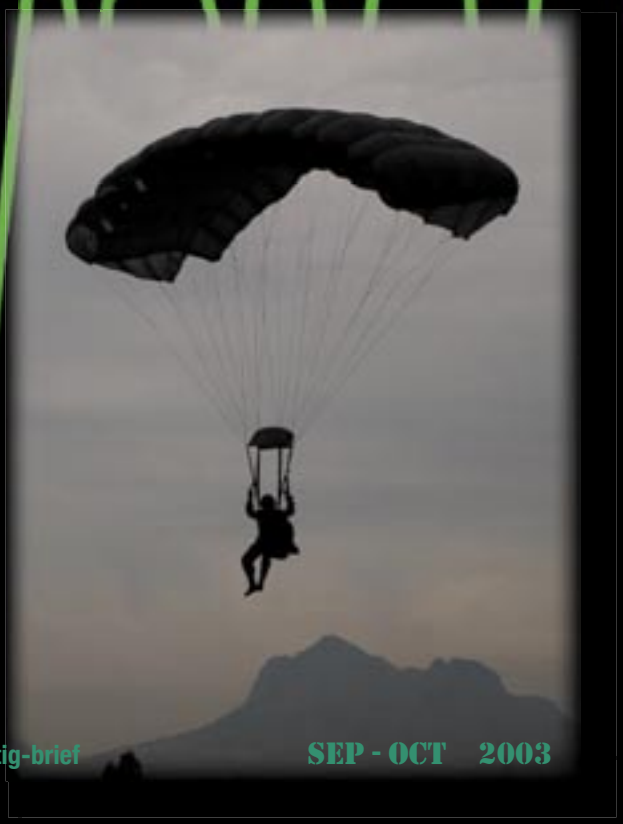

Stress reduction kit at Randolph

To help with the stress of deployment, troops going through the processing line at Randolph AFB, Texas, receive a stress reduction kit from the 12th Flying Training Wing Health and Wellness Center. The kits can be used on an airplane, in a tent—wherever the troops are.

The convenience is especially important to airmen at locations without fitness facilities.

The kit contains a Thera-Band, similar to a long strand of rubber tubing, to stretch, do bench and military presses, bicep curls, hamstring curls and many other weightroom-style exercises. Thera-Bands are lightweight and take up almost no space.

Other kit items include a "twistable" and a stress management compact disc. The twistable, also called a "stress wand," is similar in purpose to a stress ball. It can be bent into virtually any shape. The stress management CD provides relaxing music. Also in the information packet is a sample of a healthy snack and general information about staying fit while deployed.

Feedback from Randolph's military personnel flight indicates that the fitness-stress reduction kits keep troops occupied. They read the materials while waiting to board their aircraft, providing a healthy diversion from the stress associated with deployment.

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Medical supplies under wraps at the Air Force Academy

At the Air Force Academy, Colo, the 10th Medical Support Squadron uses a shrink-wrapping machine to "bind" like items together, and create custom packaging.

The shrink-wrapping eliminates having to separate surgical instruments and other specific supplies from bulk storage and protects medications. The time and money saved during inventories and deployment processing have been substantial, due to the decrease in lost and damaged supplies and equipment. Inventories are now more efficient; supplies and delicate instruments are protected from internal and external damage (crushing and exposure to the elements), and hazardous materials are now contained.

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Statistical Process Control

Use SPC to improve:
> Command & Control
> Mission Capable Rates

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Statistical process control (SPC) is a powerful way to *use the data we already collect* to improve command and control. Its use can allow us to predict performance months in advance, and can provide decision-making guidelines for correcting or improving that performance.

With most charts we are forced to use guesswork or gut-feel to draw any conclusion beyond whether we meet an established standard. We make assumptions about things being "on the rise" or looking like a "spike." But we know of no standard definition for "trend" or "spike."

We know our numbers will fluctuate *some* (think how odd it would seem if your mission-capable rate was 81.3 for 10 months running). So how much fluctuation do we dismiss before we call it a trend or a spike?

With traditional charts, we tend to see significant changes where they don't really exist, while other systemic problems remain hidden. "Control charting" gives us methods for deriving deeper knowledge of our programs and enables the focus of action to be on the cause of a problem rather than the effect, which might occur much later.

The ACC IG team recognized the use of SPC by the Colorado Air National Guard's 140th Fighter Wing at Buckley AFB during a recent ORI.

The 140th FW began using control charts to analyze fleet mission-capable (FMC) rates in 1998. Col. George Clark, commander of the 140th Logistics Group, spearheaded the effort to focus on improving the ailing rates of their F-16 fleet. They were using bar charts, with two years overlapped onto one chart, making it almost impossible to derive useful information.

After analyzing the results of FMC rates from a two-year period on a control chart, they discovered their system was stable but unsuccessful. (A "stable" system will continue to generate numbers around the average and fluctuate according to its built-in level of variation.) Their chart displayed a predictable performance over the measured period, but with a low average and huge amounts of system variation, virtually guaranteeing regular failure.

The average FMC rate was 50.78 percent (far below the standard of 62 percent), with inevitable and seemingly uncontrollable large fluctuations every month. However, the regular variation pattern alerted them to the fact that only system-wide changes would improve their situation.

Maintenance and supply personnel began to search for ways to increase average rates and tighten up the variation, paying attention to all the inputs and processes used to derive the FMC rate.

Early in 2000 the control chart showed significant signals of change—evidence that the process had changed for the better. By February of fiscal 2002, their control chart confirmed that a new system was now in place. The mean jumped from 50.78 to 67.48, a 33 percent increase, pushing the average performance to well above the standard.

Equally and perhaps more important was the decrease in variability, yielding a much more tightly controlled system with process limits at 50 and 90 percent. The FMC rate and variation remain at this same level of performance and variation in fiscal 2003.

Colonel Clark and his logistics team continue to use SPC to analyze and improve mission capability.

It would be beyond the scope of this article to explain the mechanics of control charting. But know that you do not need to be a statistician! In fact, you don't need to know statistics to use SPC any more than you need to know electronics to use a television. To learn these methods, I recommend *Understanding Variation: The Key to Managing Chaos* by Dr. Donald Wheeler. A more in-depth reference is *Understanding Statistical Process Control* by Wheeler and David Chambers. Both books are published by SPC Press, http://www.spcpress.com. ✪

Major Theriot is Chief, Logistics Readiness Inspection Section, Air Combat Command Inspection Squadron, Langley AFB, Va.

TIG Brief *thanks Mr. Larry Hickerson, deputy director, Acquisition and Logistics, Air Force Inspection Agency, for his assistance in preparing this article.*

ASK the IG

What is the proper relationship between IGs and the Investigating Officers (IOs) they appoint?

An investigation is a partnership between the IG, the advising staff judge advocate and the IO. It begins when the complainant walks through the door and continues until the investigation is completed.

IGs *do not* simply appoint IOs and turn them loose without continual mentoring and guidance. An investigation is a dynamic process in which the IG, SJA and IO continually work together to produce a professional product. It begins with training as outlined in Air Force Instruction 90-301, *Inspector General Complaints*, Jan. 30, 2001, para 2.31.1, and the SAF/IG *IO Toolkit*. Training is then supported by nearly daily interaction between the IG and IO and frequent meetings with the SJA. In fact, IOs are required by AFI 90-301 para 2.31.2 to meet with a legal advisor before initiating the investigation. The IG and the SJA are vital links who assist the IO in preparing their investigation plan, which must be approved by the IG (para 2.31.4). Our goal is to produce a quality Report of Investigation (ROI) that is accomplished in a timely manner.

Can the IG investigate perceived discrepancies in an officer or enlisted performance report?

The bottom line is that although IGs can investigate allegations of reprisal, they do not involve themselves in the appeal process. As a matter of fact, Air Force Instruction 90-301, *Inspector General Complaints*, states this is not a matter for the IG Complaint System and refers the individual to AFI 36-2401, *Correcting Officer and Enlisted Evaluation Reports*.

Sometimes personnel will file a complaint alleging that a performance report rating was the result of reprisal or that the rater was coerced into giving a particular rating. In this case the IG can conduct an investigation; this investigation will look at the underlying issues. If the IG finds that there was wrongdoing, then the results of the IG investigation can be provided to the Air Force Personnel Center as support for an appeal. The format for that appeal can be found in AFI 36-2401.

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TIG BRIEF

Managing & Training the Investigating Officer

Lt. Col. Melissa Weydert AFRC/IGQ melissa.weydert@afrc.af.mil

After conducting a thorough complaint analysis, you make the hard decision to investigate.

Appointing, training and managing your investigating officer should be the easy part. Right?

This article will lead you through the ins and outs of taking care of your IO from start to finish so that in the end you can both be proud of the investigation and the report you generate together as a team.

Although appointing an IO may seem like it will really decrease your work load, you may be surprised to find that your work simply changes. Instead of interviewing and writing, you will be finding, training, equipping and managing an IO.

As the inspector general for your unit, the final report will reflect how well you prepared your IO to do the job and how well you both worked as a team.

There is no escaping the responsibilities you have as the IG to your commander and to the IG process. As Lt. Gen. Robert O. Springer, former Air Force Inspector General, stated, "One unprofessional investigation can undo the credibility of nine professional efforts that precede it. While this may be unfair, it is a reality and we need to work toward making all our efforts as professional as possible."

Most investigators have NO experience or training.

So, before you quickly appoint Major Smith to do your investigation, there are a few things you need to think about and plan for to ensure success.

First, select the best officer for the investigation. When deciding on *who* to appoint, think about previous IO experience, appropriate rank, time left on station, subject matter and availability.

Don't let the availability factor drive this decision. The most available officer is not necessarily the best one for the job. Take extra time to choose and make sure this is a solid first step.

Next, you must provide training for your IO. Statistics show that the vast majority of all IG investigations are done by IOs with no investigative experience or training. Therefore, you become the primary trainer.

The IG is the IO's primary trainer.

Even if you are lucky enough to find an IO who has already attended the SAF/IGQ *Investigating Officer Training Course,* some refresher training will be in order. Either way, SAF/IGQ has done a great job in building the *IO Toolkit*, an excellent resource for guiding you in training your IO. The toolkit can be found on the main Web page of the Complaints Resolution Directorate at http://www.ig.hq.af.mil/igq.

The IO needs the IG most as the investigation gets under way.

Although the *IO Toolkit* provides all necessary briefings, it is not a suitable substitute for your direct involvement and experience.

After training, you will need to ensure your IO has the resources to get the job done. Providing as much support as possible will allow your IO to focus on the investigation. Your investigator will need:

- A good place to work that is private, removed from the normal duty area and near you.
- An appreciation of the time required to get an investigation done.

If possible, provide your IO with:

- a new e-mail account to use on this investigation only.
- a recording device and a means to transcribe the interviews. Some offices use a transcription service, but that is not necessary. Just find the best option for your IG office.
- as many templates and sample documents as possible so your IO is not starting from zero. If you need assistance with obtaining templates, contact your major command IGQ office.

Once fully trained and equipped, your IO will need you most as the investigation begins. A briefing may make an investigation sound easy, but it is not. You need to be there to mentor and guide the IO through the process. Be a sounding board for your IO's questions and review the investigative plan. Along the way your team will find it's easier to make small corrections early than to wait for the final report and find major omissions or errors.

Make small corrections sooner to avoid big mistakes later.

When an investigation and report are done correctly, the result will be a case that reflects favorably on the IG process.

If done incorrectly, it can be the beginning of a very long nightmare.

This is one process worth doing right the first time. By working as a team throughout the entire process, your IO will not feel overwhelmed, and the product you produce together will be worthy of the IG name. ✪

Lt. Col. Weydert is chief, Inquiries and Investigations for Air Force Reserve Command. She briefed this article's topic at the 2003 Worldwide SAF/IG Conference earlier this year.

Read more about it

- ***Investigating Officer Toolkit Version 2.0***
  TIG Brief, Jan.-Feb. 2003, page 17.
- ***The IG, the JAG and the Preponderance of Evidence***
  TIG Brief, Mar-Apr 2003, page 16.

Base Contracting & FORCE PROTECTION

Building installation security into construction and service contracts

Special Agent Keith M. Preising AF/XOHD keith.preising@pentagon.af.mil

Should base contracting build antiterrorism and force protection (AT/FP) into construction and service contracts?

Today, the answer's obvious at the Air Force Academy. A year ago, it wasn't. Then the academy's AT/FP vulnerabilities came to light.

The academy was going through a Joint Staff Integrated Vulnerability Assessment (JSIVA). All installations must undergo a higher headquarters vulnerability assessment at least every three years. The assessment may be performed by the JSIVA team, an Air Force-level assessment team or a major command team. In addition, each installation must be assessed annually by a local team.

The road to building AT/FP into contracts started with an observation from the academy's JSIVA in August 2002. Base contracting there was not considering AT/FP in construction or service contracts.

Then the need for each base to improve security and force protection via contracting became even more clear. On June 6, 2003, 13 civilian contractor employees were arrested and charged with fraudulent use of Social Security numbers at Fort Dix and McGuire AFB, N.J.

The suspects were illegal aliens working for five different contractors performing construction and custodial jobs. Their badges gave them access to secure areas and virtually limitless access to the installations.

The academy JSIVA and the arrests in New Jersey have forced installations to think differently about many activities to ensure greater force protection. For example, before allowing access to the installation, verify workers' Social Security numbers, registered alien status and other identifying data.

When all parts of the force protection process work together, including contracting AT/FP, the result is a more secure installation.

Force protection is "a collection of activities that prevents or mitigates successful hostile actions against Air Force people and resources when they are not directly engaged with the enemy," according to Air Force Doctrine Document (AFDD) 2-4.1, *Force Protection*, Oct. 29, 1999.

Master Sgt. Jeffrey P. Thoma quickly realized the impact of the observation and the vulnerability it presented for the academy. The superintendent, Reports and Administration, 10th Security Forces Squadron, worked with the contracting squadron and the 10th SFS to close the gap.

He began meeting with the contracting squadron to get the AT/FP consideration inserted into new contracts. The contracting office now includes criminal background checks in all statements of work for all new contracts. His efforts were highlighted in the annual Air Force Directorate of Homeland Security Major Command Conference.

Through discussions with 1st Lt. Damion Barbour, academy antiterrorism officer, a plan was devised to do background checks on every contracted employee on base in a five-station, four-step process set up at Pass and Registration. The process captures the information required for the National Crime Information Center (NCIC) and the Social Security Administration. At the request of the local DA's office, the process also includes a bilingual Criminal History Affidavit to assist with prosecution in the event of forgery, fraud, false documentation, etc.

When *all* parts of the force protection process work together, *including* contracting AT/FP, the result is a more secure installation.

Barbour worked with the Force Protection Working Group (FPWG), the Air Force Office of Special Investigations, contracting, the judge advocate and district attorney, and Immigration Customs Enforcement. They have processed and badged virtually all of the contractor employees on base.

The initiatives of actively engaging the base contracting office and developing the contractor badging process launched by Thoma and Barbour are excellent examples of what can happen when all the players in the process practice force protection.

Given the number of contractors accessing homeland installations every day, commanders at all levels should engage their FPWGs or Threat Working Groups (TWGs) to examine procedures in their new and existing contracts to prevent or deny access by personnel who do not meet security requirements.

What more can be done?

For information on the process instituted at the academy, contact Barbour at damion.barbour@usafa.af.mil or DSN 333-6709.

For other ideas, consult the Air Force Audit Agency's *Security Controls Over Contractor Access to Air Force Installations,* Report of Audit F2003-002-FD3000, Feb. 28, 2003. The conclusions, observations and recommendations in that report were forwarded to the MAJCOMs by AF/XO and may serve as a good baseline for an installation's FPWG.

Installations may also contact their MAJCOM about requesting the services of a Red Team, or invite the contracting officer to their next FPWG.

The local contracting officer and judge advocate may want to host a seminar for contractors to educate them about the vulnerability and work together with the contracting community to solve problems on the front end.

If an installation's FPWG thinks their base has a problem worthy of a task force (such as the New Jersey arrests), consult an installation AFOSI representative, who can work with the local FBI and Immigration and Naturalization Service.

Headquarters Air Force has formed a cross-functional team (AF/XOF, SAF/AQCP, SAF/JAC, Air Force Central Adjudication Facility and Under Secretary of Defense for Intelligence) to assess contractor installation entry concerns and to formulate cost-effective risk management solutions. The team will compile lessons learned and best business practices for Air Force-wide dissemination.

With the right players engaged, installation FPWGs can make their bases more secure by working to prohibit access to personnel not meeting security requirements. ✪

SA Preising is an OSI agent detailed to Air Force Directorate of Homeland Security, Homeland Defense Division.

Contributing to this article were Lieutenant Barbour and Master Sergeant Thoma.

Antiterrorism officers and SIPRNET access

Installation antiterrorism officers must have reliable, routine access to the SIPRNET (secure Internet network) to properly advise the installation commander.

Although Barbour routinely obtained AFOSI TALON reports from other bases documenting illegal aliens on installations, her inability to access the SIPRNET daily kept her from seeing the big picture, which showed that other installations faced the same AT/FP challenges.

With daily SIPRNET access, ATOs can easily see the daily AFOSI TALON reports and even search the TALON database for similar vulnerabilities at other installations. Here's the address:

http://www.afosi.af.smil.mil/threatcenter

Training Affiliation Agreements

How MTFs can keep their programs & paperwork in order

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Problems with training affiliation agreements (TAAs) seem to plague some active-duty medical treatment facilities (MTFs) and Air Reserve Component (ARC) medical units.

The lack of a quality tracking program is a relatively common problem noted by Air Force Inspection Agency (AFIA) Health Services Inspection (HSI) teams. Many of the methods that medical facilities are using do not adequately track their TAA program.

If you are having problems with the review process required at least every three years (every two years for Air Force Reserve Command medical units), a good rule of thumb is to get started early. TAAs must be reviewed and not allowed to extend beyond their prescribed time frame.

Another common problem is TAAs not being reviewed by the area medical law consultant (MLC) nor forwarded for review and approval by the Air Force Surgeon General Education and Training Office (AF/SGMW). Medical facilities must ensure that critical provisions and components are contained in TAAs to prevent trainees and the units themselves from being exposed to unnecessary costs or potential legal liability. Consequently, an MLC can provide the professional assistance needed to help determine a facility's requirements and protect their legitimate interests.

Frequently, HSI teams have discovered that medical units do not forward TAAs to AF/SGMW for required review and approval following MLC assessment. This action must also be accomplished before putting unit training programs into effect. Exceptions to HQ USAF/SGMW approval are described below (AFRC only).

In addition, inspectors have noted liability insurance is not being updated annually—yes, annually. This goes back to a quality tracking program. Most liability insurance forms only last for one year.

According to the MLCs, it should be reviewed and updated according to the expiration date on the form. The review ensures that the training facility is complying with the original agreement and their liability has not changed. If it does change, then the agreement must be forwarded through the area MLC and AF/SGMW again for review and approval.

By the time this article appears in *TIG Brief,* a new instruction may very well be published; it will provide a better understanding of TAA format, content, language and approval authority.

New instruction or old, all facilities must adhere strictly to the guidance. MLCs and AF/SGMW can answer questions and deal with concerns about the review and approval process. ✪

A Summary of TAA Requirements

As described in Air Force Instruction 41-108, *Training Affiliation Agreement Program*, and AFRC Instruction 41-101, *Training Affiliation Agreements*

TAAs shall:

- be in the best interests of the Air Force,
- be written as a "Memorandum of Understanding" (MOU); samples can be found in Attachments 2, 3 and 4 of AFI 41-108,
- be with a civilian program accredited by a national accrediting agency recognized by the U.S. Commissioner of Education or the Air Force Surgeon General; or with another federal medical facility,
- include objectives compatible with MTF/ARC medical unit objectives,
- contain effective time periods and termination provisions,
- not require expenditure of Air Force funds other than incidental expenses related to an agreement (as examples, military trainee's pay, entitlements, use of government owned property), and
- not result in displacing employees or impairing existing service contracts

TAAs may involve:

- Air Force servicemembers enrolled in Air Force training programs in an Air Force medical facility and who participate in a civilian or military externship for a specified period of time.
- Air Force Medical Service members who act as volunteers or faculty in a civilian institution.
- Civilians not employed by the U.S. who take part in a program within an Air Force facility.
- Air Force and civilian trainees in exchange programs involved under a single MOU.
- The USAF medical facility, which retains authority to refuse to accept trainees, or to modify assignments/schedules of any trainee as necessary for the orderly operation of the medical facility as dictated by Air Force mission requirements.

Liability requirements:

- Active-duty MTFs and ARC units must establish responsibility between parties for potential liability for any negligent act or omission by the trainee or faculty member.
- TAAs should obtain the broadest possible protection for the Air Force.
- MOUs will include basic liability requirements as prescribed in AFI 41-108 for:
  - civilian trainees at Air Force MTFs,
  - Air Force trainees at civilian or federal institutions, and
  - two-way exchanges of trainees between Air Force MTFs and civilian institutions.

Processing, review and approval of TAAs

- Specific requirements should be followed as outlined in para 6.1 of AFI 41-108 or para 5 of AFRCI 41-101 (AFRC only).
- The area MLC must review all TAAs. This step is often missed but extremely important in assessing the adequacy of insurance and indemnification provisions relevant for the particular training contemplated by the government.
- AF/SGMW must approve all TAAs. This is another action which is sometimes overlooked. (Note for AFRC units only: An exception is that the wing/group-level SG approves, following local judge advocate coordination, routine TAAs that do not differ from the model format in AFRCI 41-101; AFRC agreements that differ are processed in accordance with guidelines provided under para 6 of AFRCI 41-101.)
- AF/SG may terminate a TAA at any time. Either party involved in AFRC TAAs may suspend or terminate the agreement at any time by complying with notice requirements as specified in para 2.4 of AFRCI 41-101.
- MTFs/ARC units must periodically review the agreement for currency and appropriateness, but no less than once every three years (every two years for AFRC units per AFRCI 41-101). Periodic reviews should be documented. Changes and addendums to existing agreements require additional review by the area MLC, who will determine if liability protection is still sufficient.
- MTFs/ARC units notify HQ USAF/SGMW or HQ AFRC/SG (AFRC only) when agreements are no longer in effect.

Lt. Col. Smith and Major Trevino are medical inspectors assigned to the Air Force Inspection Agency. Lt. Col. Smith, who holds a bachelor's degree in nursing and a master's in public administration, was most recently an emergency services flight commander. Maj. Trevino holds a master's in administration and is board-certified in health care management.

IG PROfiles

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Veteran of: Desert Storm, Enduring Freedom, Noble Eagle
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Senior Master Sergeant Anthony Towns

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TIG BIRD

Wright B Flyer

Gen. John P. Jumper, Air Force chief of staff, and pilot John Warlick fly the Wright B Flyer at Dayton Wright Brothers Airport, Ohio, June 21. Like the first flight of the Wright Brothers in 1903, their flight lasted less than a minute.

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